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INTEGRATED TERRITORIAL INVESTMENT AS INSTRUMENT FOR MANAGING TRANSPORT SECURITY IN LOWER SILESIA'S LARGEST CITIES

Summary. The main aim of this article is to analyse the role and importance of Integrated Territorial Investment (ITI) as the instrument for the management of transport security in the four largest cities of Lower Silesia: Wrocław, Wałbrzych, Legnica and Jelenia Góra. The doubt concerning the potential connected with using ITI is reasonable in the sense that it creates a completely new, previously unknown, mechanism for the implementation of EU cohesion policy. The conducted analysis, covering the level of strategic management, does not allow for a full confirmation of the formulated hypotheses, for two reasons. Firstly, only three out of the four cities in question (Wrocław, Wałbrzych and Jelenia Góra) use ITI in the management of transport security. Secondly, although the use of ITI complements the assumptions of Poland's National Urban Policy (NUP), which highlights the importance of strategic programming and a multimodal approach in the management of transport security, the scale of this usage is the same as in the case of those cities with integrated, detailed transport strategies, as well as cities without such strategies.

Keywords: Integrated Territorial Investment, security, transport, management, large city, functional area, Lower Silesia

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1. INTRODUCTION

The constant need for movement and, in turn, the continuous increase in the number of vehicles on Polish roads mean that local authorities are confronted with the task of long-term programming of activities in the field of public transport. The problem especially arises in the cities as the centres of growth [2], which, given their development potential and the impact on the functioning of the whole region, must ensure the safe movement of not only residents, but also visitors. Since setting out the priorities of EU cohesion policy for 2014-2020, ITI is one of the instruments for managing transport policy.

The main aim of this article is to analyse the role and importance of ITI as the instrument for the managing transport security in the four largest cities in Lower Silesia: Wrocław, Wałbrzych, Legnica and Jelenia Góra (based on the number of residents). The doubt concerning the potential connected with using ITI is reasonable in the sense that it creates a completely new, previously unknown, mechanism for the implementation of EU cohesion policy. For the purpose of this article, which addresses the level of strategic management, two hypotheses are formulated.

Hypothesis 1 (H1):

The use of ITI by the authorities of all four examined cities complements the foundations of the NUP, which highlights the importance of strategic programming and a multimodal approach in the management of transport security.

Hypothesis 2 (H2):

The range of ITI usage relates to the extent to which an integrated, detailed transport strategy has been developed, such that, in the situation where a city has such a strategy, the range of ITI usage increases.

2. INTEGRATED TERRITORIAL INVESTMENT AND NATIONAL URBAN POLICY

ITI is a tool for the implementation of EU cohesion policy for 2014-2020. It represents an expression of a new approach to the management of urban development processes. According to the ITI concept, local authorities, which intend to implement the project beyond the administrative borders of the city in order to include its functional area, are required to initiate partnerships (e.g., associations, intercommunity relations) with other local authorities. Subsequently, they must prepare a long-term strategy and conclude an agreement with the board of the respective voivodeship, which determines the rules for its implementation. After appointing a so-called intermediary institution, ITI creates a mechanism for the selection of projects, which are included in the strategy assumptions and qualified for financing. Public or private entities, including entrepreneurs, local government units and their organizational units, cultural and educational institutions, NGOs and so on can be the beneficiaries of funds from the European Regional Development Fund and the European Social Fund [5, 23].

According to the ERDF's regional operational programmes (ROPs), and their corresponding priority axes, transportation is an area that can benefit from financial support in the period 2014-2020. ROPs also refer to ITI as a new integrated tool for the implementation of projects, including transport projects that support the sustainable development of cities.

Poland's NUP, which was developed and adopted by the government, sets a new desirable direction for the development of cities and their functional areas, which is to be facilitated by smaller units of local government. As the basis of a system of state-led strategic

development [3], the NUP sets out the areas of urban policy that should dominate the activity of local authorities. One of the 10 major areas (known as “thematic threads” in the NUP) is “transport and urban mobility”.

The NUP focuses on several key aspects of urban transport policy, while its authors rightly note that “it is a challenge for a significant number of Polish cities to produce a fully effective solution for problems appearing in this area” [6]. The aim of local authorities, in line with the NUP, should be “the achievement of sustainable mobility”. To meet the expectations of citizens, the NUP stresses the importance of ITI, regarding it as a means of cooperation by which public expectations in terms of transport can be met [6].

The NUP also emphasizes the importance of taking a multimodal approach to the management of transport policy. In order to achieve “sustainable mobility”, local authorities should undertake simultaneous actions in respect of certain types of transport. Furthermore, the NUP points to the need for the integration of road transport, railway transport and alternative forms of movement in the cities [6].

3. SECURITY IN URBAN TRANSPORT POLICY

Security is one of the dimensions of urban transport policy. A considerable amount of the relevant literature presents a wide range of approaches to security, which vary in terms of research orientation. The number of analyses and publications resulting from the research conducted by representatives of various scientific disciplines further exacerbate the terminological dilemmas.

Regarding transport as an “activity consisting of the carriage of people and goods” [16, 26], city authorities face the task of creating such conditions in which the activity can be conducted securely. Making the assumption that ensuring peace, certainty and the lack of danger is the essence of security [22] allows transport security to be perceived as a kind of a state in which all the three elements - peace, certainty and the lack of danger to the carriage of people and goods - can be guaranteed.

Irrespective of the type of destination (place of work, abode or leisure), the accessibility and stability (permanency, recurrence) of the conditions of travelling are especially important for creating a sense of security, apart from the mitigation of the risk related to endangering the life or health of travellers. A crucial role in ensuring such stability is performed first by the state of transport infrastructure and, second, by the quality of transport services. Therefore, in this sense and in line with this article’s scope, transport security is characterized by the accessibility and stability of the carriage of people and goods determined by the state of the infrastructure and service quality.

Striving for the satisfaction of citizens’ collective needs, such as transport security, local authorities, including city authorities, programme their actions accordingly [15, 24]. As such, they formulate, adopt and implement strategies, which precisely focus on the aims, dimensions and priorities of transport policy.

When taking a long-term perspective, the possibilities for ensuring effective transport security are greater than in the case of short-term activities conducted on an ad hoc basis. This is especially true when taking the following two elements into account. This first involves cooperation in terms of realizing transport enterprises (infrastructure or services), which, by engaging a number of public and private entities, requires negotiations and agreements stretched out over a long period time. The second element involves financing common enterprises, which entails the use of appropriate, formal and legal mechanisms. ITI is

an instrument that links these two elements and, hence, allows one to manage transport security effectively and efficiently.

4. TRANSPORT POLICY IN LOWER SILESIA'S LARGEST CITIES

Transport policy for cities, including the four largest cities of Lower Silesia, is reflected in official strategic documents of various types:

1. **Development strategies** - these only signal the need to conduct activities in the area of transport
2. **Partial strategies** - these refer only to chosen aspects of transport policy, such as cycle traffic, emissions economy
3. **Detailed strategies** - these specify, in a comprehensive manner, the aims, dimensions and mechanisms of activities in the area of transport policy

As the results in Table 1 show, the next two types of strategic documents are related to the use of ITI:

4. **Integrated development strategies of urban functional areas** - these set out an overall framework for activities related to transport
5. **Integrated detailed strategies** - these specify, in a comprehensive manner, the aims and dimensions in the area of transport policy for urban functional areas.

Tab. 1

Transport references in the strategic documents of Lower Silesia's four largest cities

City	Strategic document	Type
Wrocław	- "Wrocław in Perspective: 2020 Plus" Strategy	1
	- Wrocław Mobility Policy	3
	- Bicycle Policy of Wrocław	2
	- Strategy of Integrated Territorial Investments of the Wrocław Functional Area	4
Wałbrzych	- Balanced Development Strategy of Wałbrzych to 2020	1
	- Development Strategy of the Wałbrzych Agglomeration	1
	- Low Emission Economy Plan for 2014-2020 with a Outlook to 2030 for 15 Communes in the Wałbrzych Agglomeration	2
	- Strategy of Integrated Territorial Investment of the Wałbrzych Agglomeration	4
	- Public Transport Integrated Programme for 2014-2025 for 22 Communes of the Wałbrzych Agglomeration - Stage I, Stage II	5
Legnica	- Development Strategy for Legnica 2015-2020 Plus	1
	- Low Emission Economy Plan with Elements of the Urban Mobility Plan for Legnica for 2015-2020	2, 3
	- Low Emission Limitation Programme for Legnica	2
Jelenia Góra	- Development Strategy for Jelenia Góra 2014-2015	1
	- Integrated Plan for Public Transport Development	3
	- Low Emission Economy Plan for Jelenia Góra	2
	- Strategy for Integrated Territorial Investments of the Jelenia Góra Agglomeration for 2014-2023	4

Source: author's own study based on [18, 19, 20, 21]

Three out of the four cities in question (Wrocław, Wałbrzych, Jelenia Góra) have “type 4” documents at their disposal. However, taking into account the functional (rather than administrative) dimension of managing transport policy, it can be stated that Wałbrzych seems to be an active leader in this respect, due to the fact that the authorities of the second largest city of Lower Silesia were the only ones who decided upon formulating a detailed strategy (i.e., a “type 5” document), namely, the Public Transport Integrated Programme for 2014-2025 for 22 Communes of the Wałbrzych Agglomeration.

As shown in Table 1, the development of Legnica and the local government units located in its surrounding areas does not assume the use of ITI; rather, it is based on the province contract [1]. Additionally, the partnership with Głogów, a second equal leader of the functional area, is an element that distinguishes Legnica from Wrocław, Wałbrzych and Jelenia Góra.

Although Table 2 presents the demographic and functional potential of the four cities in question, the case of Legnica does not constitute a subject for the analysis presented later on in this article because it withdrew from using ITI.

Tab. 2

Demographic and functional potential of the largest cities of Lower Silesia

City	Potential			
	Demographic		Functional	
	Population of:		Type of an urban functional area	Number of local government units creating an urban functional area
	City	Urban functional area		
Wrocław	634,000	893,000	OF	18
Wałbrzych	117,000	427,000	A	22
Legnica/Głogów	101,000/69,000	588,000	OF	42
Jelenia Góra	81,400	210,000	A	18

Source: author's own study based on [4, 7, 9, 11, 13]

Table 2 shows that the cities in question are characterized by a completely different demographic potential (Wrocław versus Wałbrzych and Jelenia Góra). Taking into account the number of units cooperating with them, one can state that their functional potential is at a similar level (22 local government units in the case of Wałbrzych and 18 in the case of Wrocław and Jelenia Góra), irrespective of the type of urban cooperation area (A - agglomeration, OF - functional area) involved.

5. MANAGING TRANSPORT SECURITY WITHIN THE TRANSPORT POLICY OF WROCLAW, WALBRZYCH AND JELENIA GÓRA

The use of ITI in the management of transport security for Wrocław, Wałbrzych and Jelenia Góra finds its substantiation not only in the NUP, but also in official regional strategic documents. As stated in Table 3, the activities of local authorities are primarily determined by the assumptions of Lower Silesia's ROP.

Tab. 3

The management of transport security according to the NUP and the ROP of Lower Silesia 2014-2020 (ROP LS) and the priority axes of the ROP LS (PA ROP LS)

NUP	ROP LS	PA ROP LS
- Thematic thread (4): transport and urban mobility	- Thematic objective: Promoting sustainable transport and removing capacity deficiencies in the functioning of key network infrastructures - Investment priority: 5.1. Road transport accessibility 5.2. Railway transport system	- Priority axis (5): transport

Source: author's own study based on [6, 17]

The essence of management at the local level is “the creation and implementation of coherent, interconnected and coordinated action plans, in order to achieve the highest level of the provision of municipal services and shaping processes of local and regional development” [15]. The “type 4” documents (integrated strategies for the development of urban functional areas) and “type 5” documents (integrated detailed strategies), developed and implemented by the authorities of Wrocław, Wałbrzych and Jelenia Góra, programme activities aimed at increasing the security of transport. Table 4 shows the expected range of the use of ITI by types of transport.

Tab. 4

Use of ITI in the management of transport security of Wrocław, Wałbrzych and Jelenia Góra by the types of transport

City	Transport		
	Road	Railway	Alternative
Wrocław	Yes	Yes	Yes
Wałbrzych	Yes	Yes	Yes
Jelenia Góra	Yes	Yes	Yes

Source: author's own study based on [10, 12, 14]

The analysis of the contents in Table 4 allows us to state that the integrated strategies of all three cities facilitate the implementation of projects that improve the level of transport security, in terms of not only road and rail transport, but also alternative transport.

The consideration of the third type of transport, which, for the needs of this article, is defined as forms of transport including cycling and pedestrian movement [8, 25], indicates a much wider focus than the strictly technical context of transport policy management.

Although the strategy assumptions have a general nature (except for the integrated detailed strategy of Wałbrzych), the analysis of their content allows, in some synthetic way, to catalogue the programmed projects. The criterion with which to distinguish the projects, alongside the types of transport, is their nature (see Table 5).

The first case (marked with the letter “N”) refers to the development of the network (road, rail, bicycle, pedestrian etc.), while the second (marked with the letter “I”) refers to what is adjacent to the network technical infrastructure, which is necessary for its functioning.

The third and final case (marked with the letter “S”) refers to the programmable services offered to residents and visitors, which are expected to increase transport security.

Tab. 5

Use of ITI in the management of the transport security of Wrocław, Wałbrzych and Jelenia Góra by the type of transport and the types of projects

City	Transport								
	Road			Railway			Alternative		
	N	I	S	N	I	S	N	I	S
Wrocław	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Wałbrzych	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Jelenia Góra	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes

Source: author's own study based on [10, 12, 14]

As seen in the above settlement, within the same scope, all three cities programme the projects, firstly, for the development of the transport network, secondly, for the construction of the necessary infrastructure and, thirdly, related to the implementation of specific transport services.

The above situation happens regardless of whether the city has an integrated development strategy for urban functional areas (“type 4”) or an integrated detailed strategy (“type 5”).

The analysis of the content of the four strategies primarily shows that the programmed projects are as follows:

1. In the area of network (N):

- construction and reconstruction of national, provincial and local roads, bypasses, byways, nodes
- construction, reconstruction, modernization and revitalization of rail networks
- construction and reconstruction of bicycle paths
- construction and reconstruction of pedestrian paths

2. In the area of infrastructure (I):

- purchase or modernization of the bus, rail, bicycle fleet construction, reconstruction, modernization and revitalization of the linear or point infrastructure: railway stations, bus stops, lighting systems, traffic management systems, including intelligent steering systems, energy management systems, system of stationary ticket machines, integrated, multimodal change centres, car parks (i.e., park-and-ride, bike-and-ride)

3. In the area of services (S):

- creating new lines of communication
- ticket integration (introduction of the so-called joint ticket)
- construction and modernization of Internet systems to purchase tickets [10, 12, 14]

Projects integrating three types of transport (road, rail and alternative), which execute the assumptions of the NUP, call for special actions, such as the setting up of the above-mentioned multimodal change centres [10, 12, 14].

6. CONCLUSION

The conducted analysis, including of the level of strategic management, shows that ITI is an instrument for the management of transport security within the administrative borders of the largest cities in Lower Silesia and their functional areas. However, it does not allow for a full, positive verification of the two formulated hypotheses.

Hypothesis 1 (H1):

The use of ITI complements the foundation of the NUP, which highlights the importance of strategic programming and a multimodal approach in the management of transport security. This is evidenced by the development of integrated strategic documents (“type 4” or “type 5” documents), which assume the simultaneous implementation of projects in relation to three types of transport: road, railway, alternative. It is important to note, however, that only three out of the four cities in question have such a strategic document. By basing its development on a territorial contract, and not on ITI, Legnica has not developed the right strategy in contrast to other cities.

Hypothesis 2 (H2):

All three cities use ITI, firstly, in the area of road, railway and alternative transport, and, secondly, to expand the network, and its accompanying infrastructure and services. This situation is regardless of whether the city has an integrated development strategy for urban functional areas (“type 4”) or an integrated detailed strategy (“type 5”). The range of ITI usage is therefore the same for Wałbrzych, which has two strategies, as well as for Wrocław and Jelenia Góra, which have one strategy.

Taking into consideration the current stage of project implementation (the beginning of the EU financial outlook for 2014-2020), it seems that the potential offered by using ITI in the management of transport security for Wrocław, Wałbrzych and Jelenia Góra will only increase.

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